HISTORIC ARCHITECTURAL SITE CONSERVATION IN TURKEY

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INTRODUCTION 1-		
1.	ARCHITECTURAL HERITAGE OF TURKEY 6-17	
2.	EVOLUTION OF THE CONCEPT OF HISTORIC ARCHITECTURAL CONSERVATION IN TURKEY	16-29
3.	THE CONCEPT OF ARCHITECTURAL SITE CONSERVATION IN TOWN PLANNING IN TURKEY	30-34
	3.1.LEGISLATION AND ORGANIZATION 31-	
	3.2.PROCEDURES: INTEGRATION INTO THE LOCAL DEVELOPMENT POLICY 3.3.OTHER PUBLIC AND SEMI PUBLIC CONSERVATION INSTITUT 33-	
4.	APPLICABILITY OF CONSERVATION RULES ON HISTORIC ARCHITECTURAL SITES WITHIN URBAN AREAS IN TURKEY	34-55
	4.1.THE CONTRIBUTION OF THE CURRENT DEVELOPMENT PLAN TO THE ACTUAL DEVELOPMENT OF THE CITY 38-39	
	4.2.DEVELOPMENT PLANNING POLICIES, RULES AND REGULATIONS REGARDING CONSERVATION 4.3.THE RELATIONSHIP BETWEEN URBAN DEVELOPMENT PLANS	39-42
	AND CONSERVATION RULES 4.4.THE PHYSICAL CONDITION OF AN AREA BEFORE AND AFTER BEING DESIGNATED AS A CONSERVATION AREA	42-43
	43-45 4.5.MAIN PROBLEMS ENCOUNTERED IN CONSERVATION	46-
	4.6.THE ATTITUDES OF LOCAL OFFICIALS AND LOCAL PEOPLE TOWARDS CONSERVATION RULES	47-55
5.	OTHER EUROPEAN COUNTRIES: SOME VIEWS ON THE CONCEPT OF ARCHITECTURAL SITE CONSERVATION IN TOWN PLANNING	56-64
	5.1. LEGISLATION AND ORGANIZATION 5.2.PROCEDURES: INTEGRATION IN THE LOCAL DEVELOPMENT POLICY 58-59	57-58
	58-59 5.3.OTHER PUBLIC AND SEMI PUBLIC ORGANIZATIONS AND PUBLIC PARTICIPATION 5.4.FINANCIAL SUPPORT	59-61 61-64

65-66

CONCLUSION



INTRODUCTION

The concept of historic architectural conservation which has long been taken as a museum-related phenomenon, has changed significantly over the years and started being interpreted as a process of revitalization, and integration of the properties of cultural and architectural significance in modern living, in both economic and functional terms, and their adaptation for remunerative modern uses.

The approach to historic architectural conservation during the times of the expansion of Christianity had been based on religious rules and decrees. During Renaissance, Popes had specific decrees for protection of Roman monuments and historic sites. In some European countries such as Sweden and Denmark, which have been known as the pioneers' of the conservation movement the approach involved heavy emphasis on museum related movable objects and artifacts rather than immovable properties and the aim of conservation was, again, based on royal decrees.

Particularly during the second half of the 18th century and throughout the 19th century, conservation has been emphasized by a new approach that

encompassed the concept of historic architectural buildings and monuments. In France during the 18th century conservation was revived and received enthusiastic support, basically as a reaction to the destruction of the French Revolution. In the 19th century, the results of the Industrial Revolution provided further support of interest and sympathy for preservation of historical urban sections as well as of natural environment.

In the 20th century the new approaches to conservation were developed in response to the need of reconstruction of sections of many European towns which have been destroyed during the two world wars. It was at this time that the concept of integrated site conservation has been formulated and conservation by planning or planning itself has been taken as a tool of conservation. This concept sought the conservation of historically, traditionally and visually valuable towns or town sections as a whole and in an integrated manner.

During the 1960's and onwards, conservation issues were debated in international forums, therefore, the concept of "active conservation" was adopted involving conservation of the towns not solely on the basis of their historical and visual values but, rather in what concerns the revitalization of these areas by injecting new economic activities.

On the other hand, since the "European Architectural Heritage Year" in 1975, conceived and promoted by the Council of Europe, the "integrated conservation" approach has been adopted internationally, involving historical, archaeological, architectural as well as social and economic aspects of saving and revitalizing the urban areas worthy of Conservation.

The beginning and evolution of the concept and the approach taken towards conservation in Turkey are, however, not as old and comprehensive as what one can observe in Europe. Many valuable historical monuments and artifacts have been lost during the Ottoman Imperial Period, because of the ignorance and apathy of the rulers and the public in general. At the beginning of the 19th century, the voices of a few enlightened people, apparently influenced by the trends in Europe, did not receive enough

attention and were ineffective. After the foundation of the New Republic in 1923, Turkey entered a period of rapid change. The efforts to modernize and westernize the country on the one hand, and the desire to erase the traces of the Ottoman culture on the other, influenced the approach taken towards conservation quite significantly. During that period, this approach involved some efforts to determine and clarify the roots of Turkish History and Anatolian Civilization as distinct from the Ottoman Period. The movable objects of value which are related to those civilizations have been searched, found and taken into museums. Later on, it has been enlarged to encompass the concept of conservation of individual historic architectural monuments.

The concept of historic site conservation in Turkey is indeed quite recent. Around the 70's the authorities and the public were still solely interested in conservation of individual monumental buildings such as mosques, palaces and castles but not in groups of houses or quarters. Over the past ten years there has been a complete change of attitude towards what, in fact, needs to be protected. Planning and public authorities have accepted that historic and natural environment must be protected as much as individual historic monuments, "and being influenced by the trends in Europe some related" legislation, regulations and selecting criteria have been accelerated. In some important historic places restricting building codes have been determined and special conservation plans have been prepared. However all the efforts made _excluding a few examples_ still could not reach the desired level.

This paper looks at historic conservation planning and implementing problems in Turkey. As such, there is no ambition here to propose a new method on historical site conservation but rather an attempt seeking to determine the shortcomings of the existing methods of decision making in order to provide a framework for discussion regarding the possibilities for improvement in this respect.

The present paper begins with an outline of Architectural Heritage in Turkey. The second part of the paper looks briefly at the development of the concept of historic architectural conservation in Turkey from the

Ottoman Period up to the present day. The section that follows, describes and analyses the method currently used on historic architectural site conservation in urban areas in Turkey. When examining the conservation procedure currently used in Turkey, emphasis is placed on legislation and organization, institutions related to planning and conservation, their responsibilities and jurisdiction, methods for determining and classifying objects, integration into local development policy; reference is also made to the available financial resources. The fourth part of the paper on "Applicability of Conservation Rules on Historic Sites within Urban Areas" looks at conservation and implementing problems in Turkey connected with some findings of the PhD thesis which aimed at examining and testing the relevance and applicability of those rules (1). Part of the information presented in this study was obtained from the local authorities by means of an inquiry including a set of questions on development plans, which followed the rules and decisions on conservation and some of the problems faced by the local officials as well as the general attitude of local people towards conservation. Finally, the chapter "Other European Countries - Some views on Conservation Concept in Town Planning" presents a brief outline on legislation and organisation, integration in the local development policy, public participation and financial support in a number of European countries, in comparison with the situation presented in Turkey.

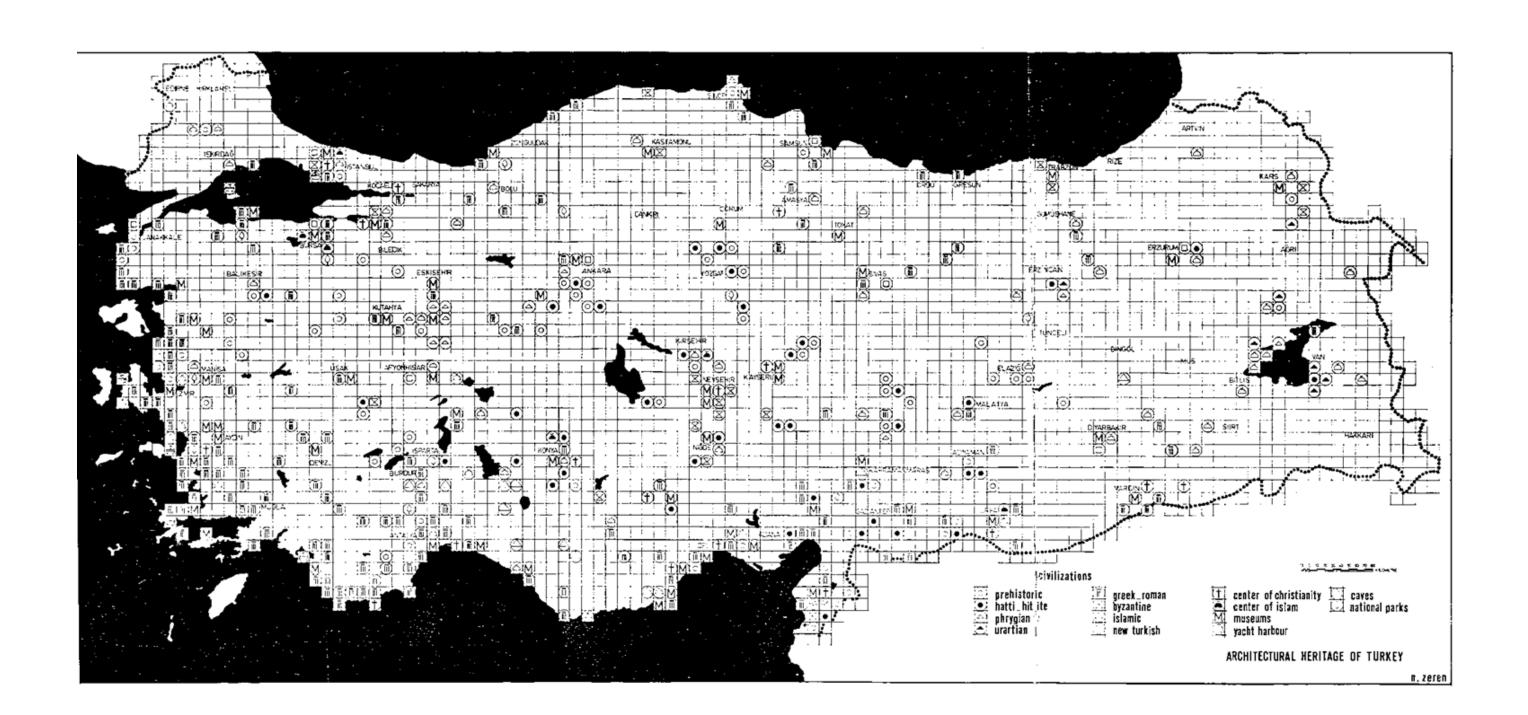
1. ARCHITECTURAL HERITAGE OF TURKEY

THE LAND OF PRESENT-DAY Turkey, stretching out between Asia and Europe, has been called the crossroads of history and has always been the scene of international Exchange of culture, art and architecture. Since early days, the tradition of the past, social and cultural movement, and the reflection of various Anatolian Civilisations can still be seen in Turkey in the remains of historic cities dating from the neolithic and Early Chalcolithic Ages and in the minarets and domes of Islam(2).

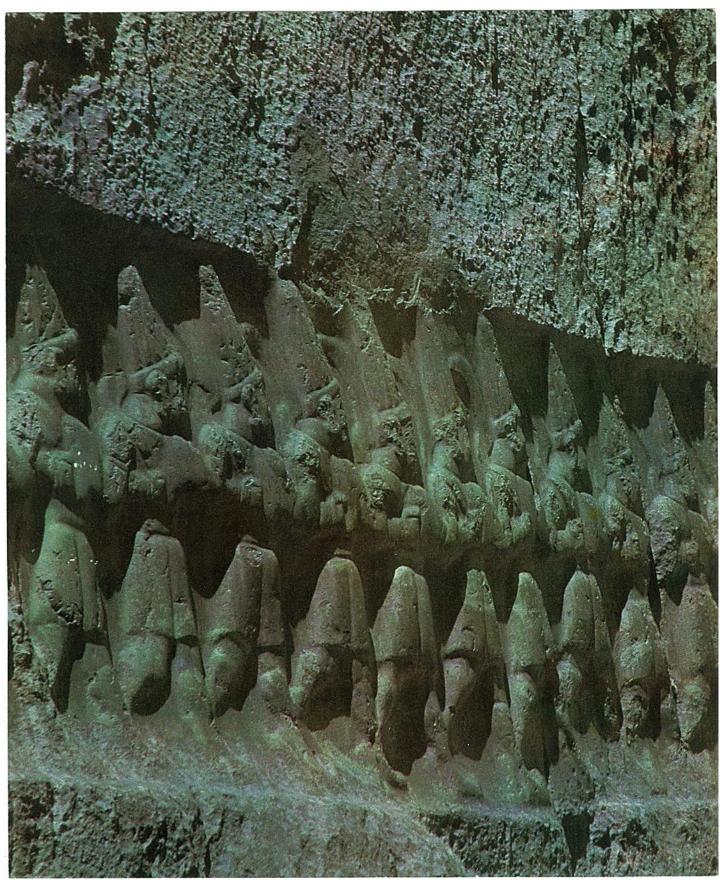
The Written history of Anatolia began around 2.000 B.C. In the period between 2000-1500 B.C. in the Bronze Age, the City States emerged and flourished. The Aegean Migrations started around 1200 B.C., when Anatolia became the object of imperial ambitions. Between 900-600 B.C. Anatolia went under the hegemonies of the Urartus in the East and Phrygian Civilization in the West between 750-300 B.C.

Sardest, the capital of the Persian Empire in the east had played an important part in the progress of civilisation. In the 6th century B.C., Ionian cities entered their "Golden Age" in western Anatolia and played a leading role in the World of art and architecture.

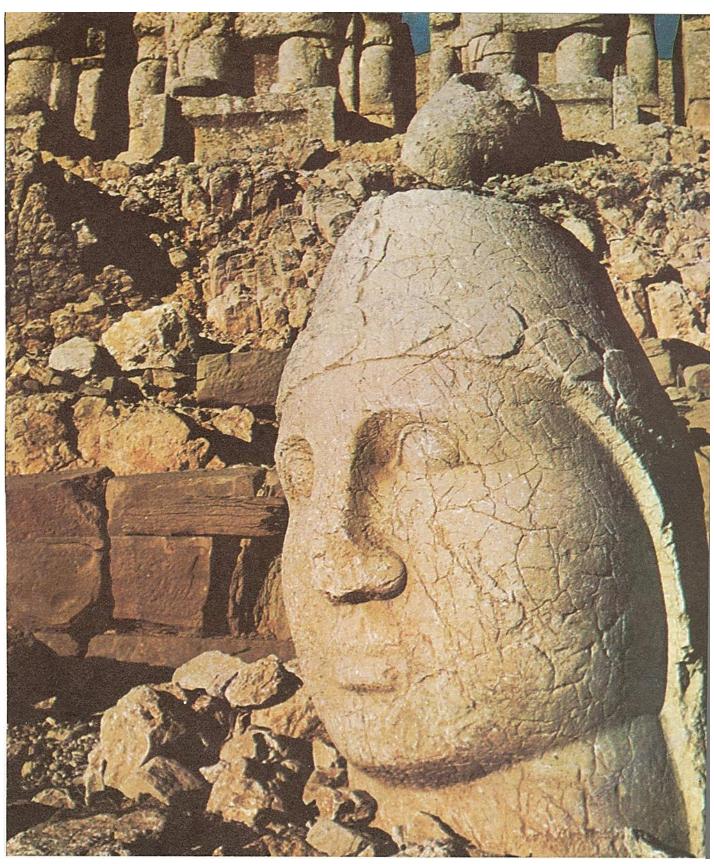
During the Roman Age 30 B.C. -395 A.D., Anatolia became one of the most prosperous countries in the World. Byzantine Civilization has appeared in Anatolia (330-1453 A.D.) after the Roman Age and has reached the golden age under the rules of Emperor Justinian (527-565 A.D.).



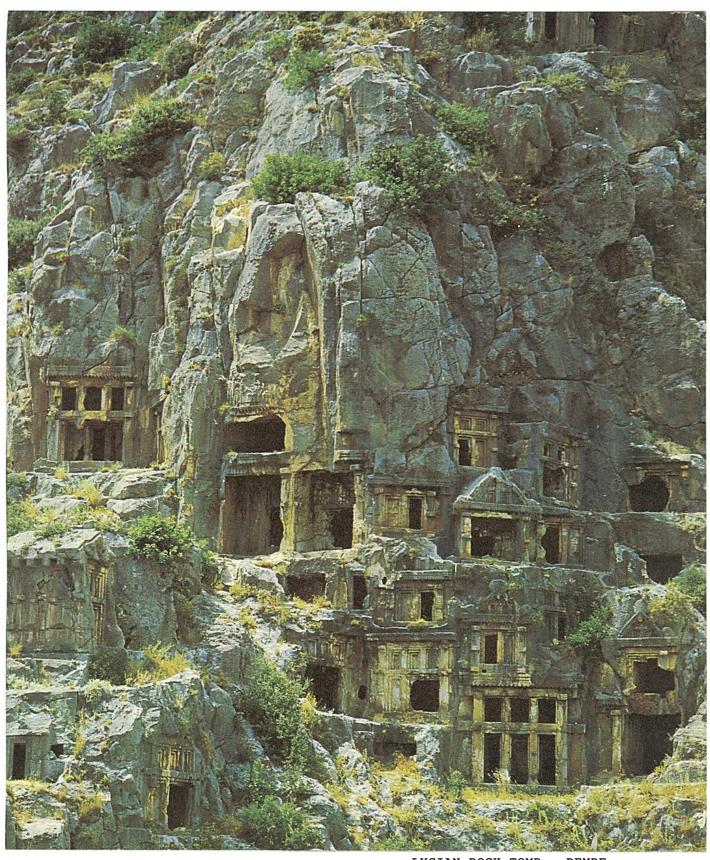




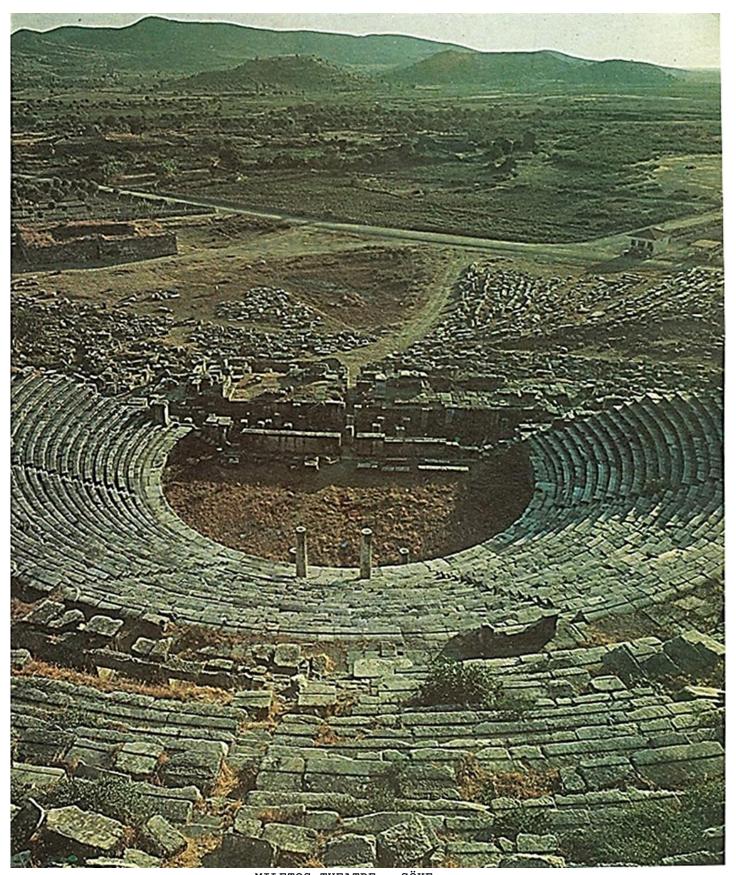
YAZILIKAYA - BOGAZKALE HERITAGE OF THE HITTITE CIVILIZATION



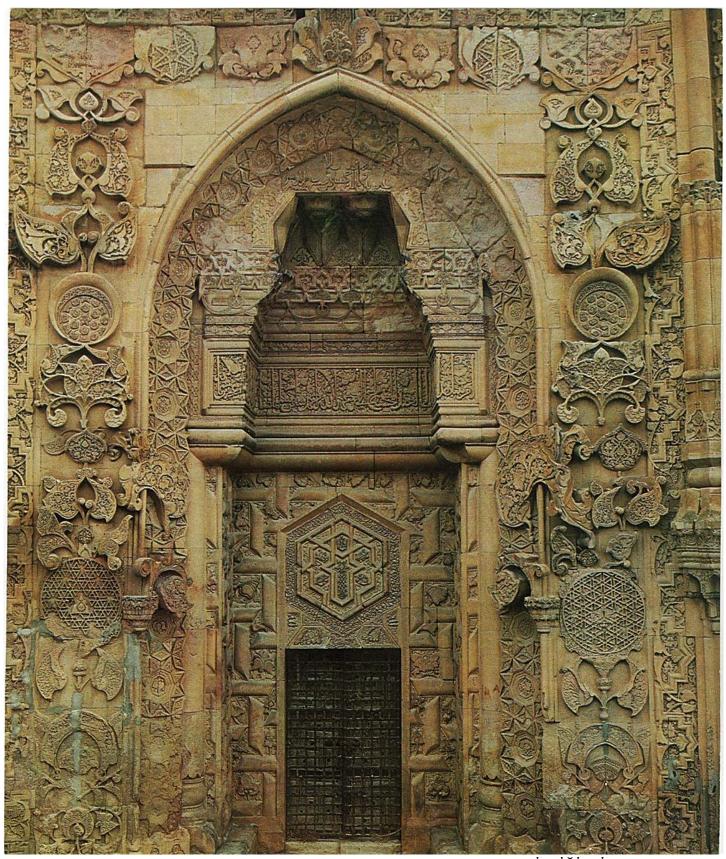
STATUE OF ANTIOCHUS I-MOUNTAIN NEMRUD HERITAGE OF THE URARTIAN CIVILIZATION



LYCIAN ROCK TOMB - DEMRE
HERITAGE OF THE LYCIAN CIVILIZATION



BUILT IN THE HELLENINSTIC AGE AND REBUILT IN ROMAN TIMES



ULU MOSQUE - DİVRİĞİ-SİVAS HERITAGE OF THE SELJUK CIVILIZATION

Around 1045 the first Turkish tribes, the seljuks, appeared im Eastern Anatolia and occupied the whole of Anatolia after having defeated the Byzantines at Malazgirt in 1071. They brought a high level of humanistic culture within the tradition of the Islamic Rules.

The Otooman Principality was established by the end of the 13th century by Osman Bey in the Sacaria Region expanding their hegemony, their Islamic culture art and architecture throughout the three continents.

After the Turkish War of Independence led by Mustafa Kemal in 1923 the Ottoman Sultanate was abolished and the New Turkish Rebuplic was then proclaimed.

As one can see, during almost nine thousand years of Anatolian history various and quite different civilizations existed with their own language, customs, culture, art and architecture. Nowadays all around Turkey one is always faced with the heritage of such civilizations which are definitely worth being seen. They can be grouped under the following titles.

Prehistoric Civilizations

Hatti-hittite Civilizations

Hurrian-Urartian Civilizations

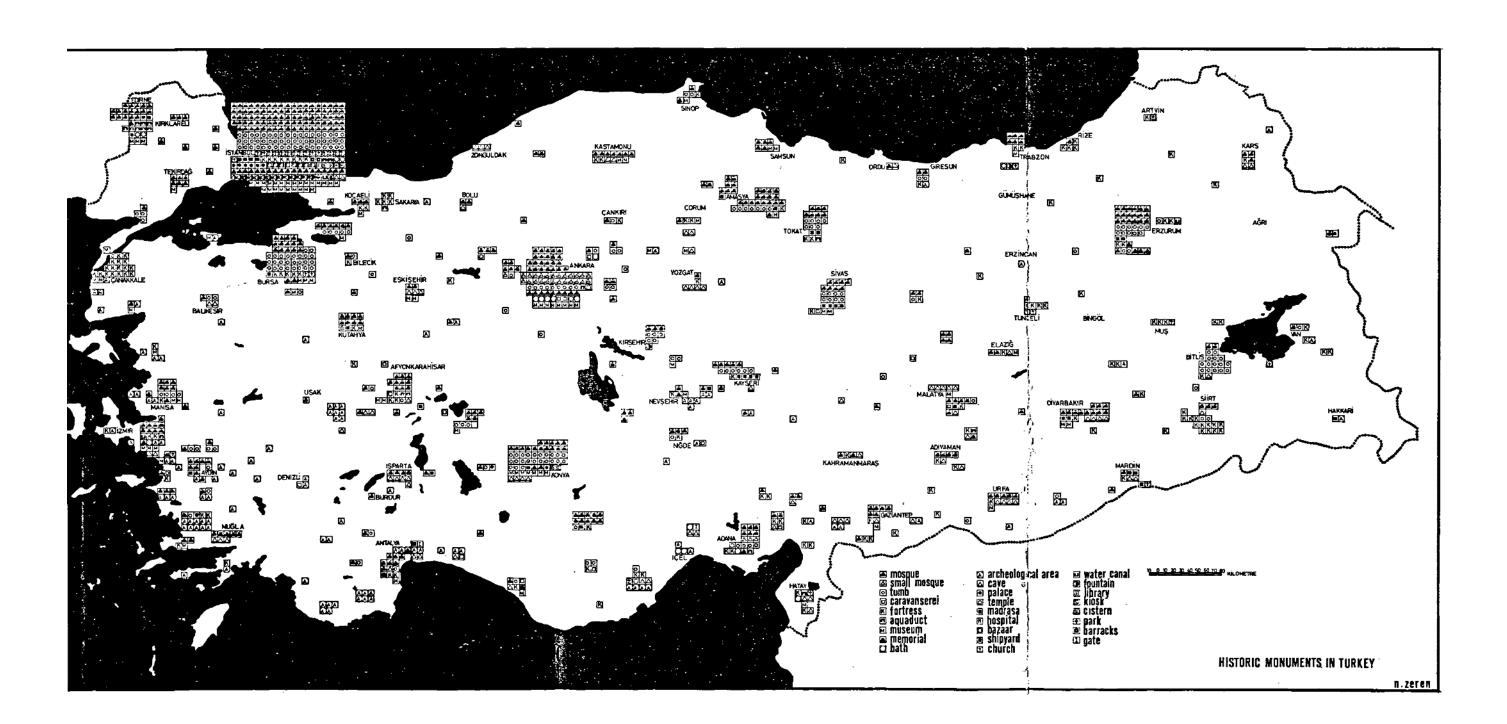
Phrygian, Lydian, Carian, Lycian Civilizations

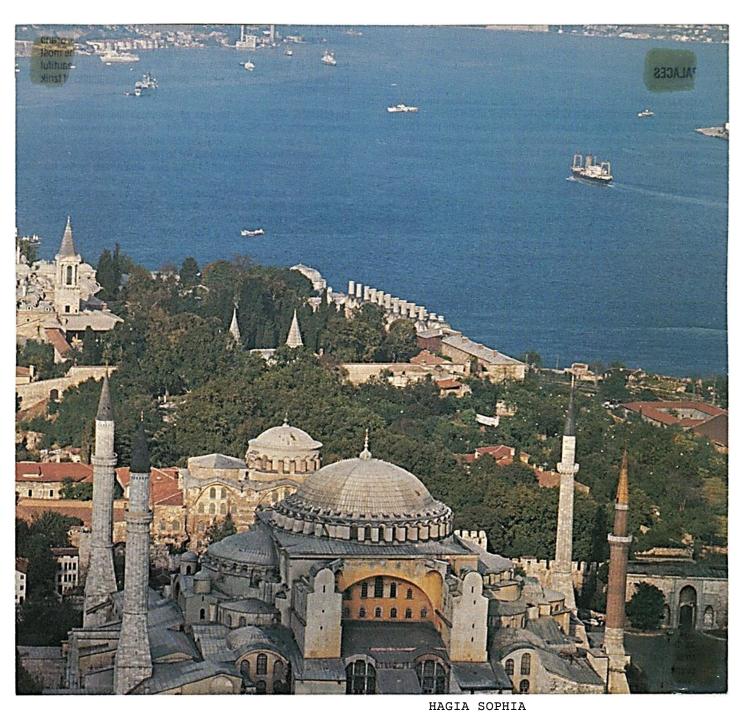
Greek Roman Civilizations

Early Christian and Byzantine Civilizations

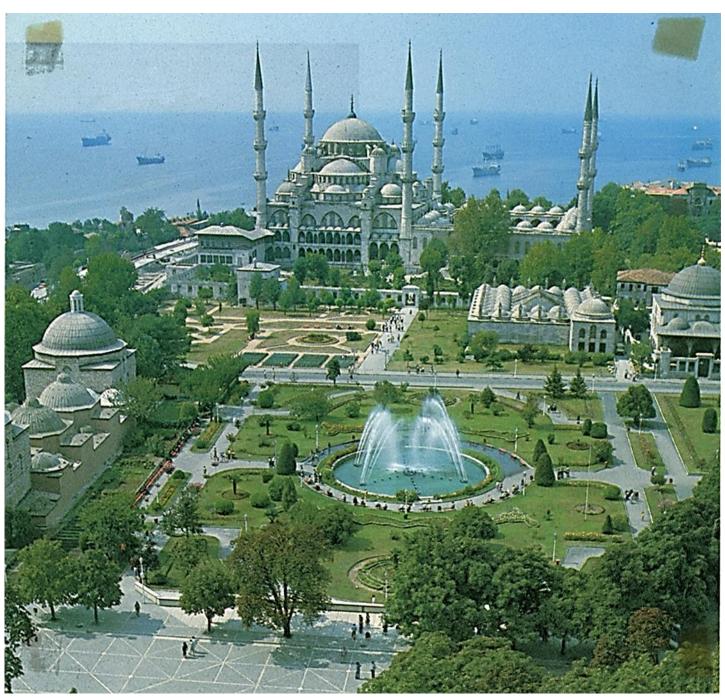
Islamic- Seljuk-Ottoman Civilazitions

- HERITAGE OF THE ANATOLIAN CIVILIZATIONS
 - Heritage of the Pre-historic Civilizations
 - Neolithic Age (8000 5000 B.C.)
 - Chalcolithic Age (5000 3000 B.C.)
 - Bronze Age (3000 2000 B.C.)
- Heritage of the Hatti-Hittite Civilizations
 - Hatti Period (2500 2000 B.C.)
 - Hatti- Hittitie Principalities (2000 1750 B.C.)
 - Hittite Kingdom (1750 1200 B.C.)
- Heritage of Hurrian- Uartian Civilizations
 - Hurrian Civilization
 - Urartian Civilization(900 600 B.C.)
- Heritage of the Phrygian, Lydian, Carian and Lycian Civilizations
 - Phrygian Civilization (750 300 B.C.)
 - Lydian Civilization (700 300 B.C.)
 - Carian and Lycian Civilization (700 300n B.C.)
- Heritage of the Greek- Roman Anatolian Civilizations
 - Ionian Civilization (1050 300 B.C.)
 - Hellenistic Age (333 30 B.C.)
 - Roman Age (30 A.D.)
- Heritage of the Early Christian and Byzantine Civilizations (330 - 1453 A.D)
- Heritage of the Islamic Civilazitons
 - Seljuk Civilization (1071 1300 A.D.)
 - The Ottoman Empire (1299 1923 A.D.)





HERITAGE OF THE BYZANTINE CIVILIZATION



SULTANAHMET MOSQUE
HERITAGE OF THE OTTOMAN CIVILIZATIONS

EVOLUTION OF THE CONCEPT OF HISTORIC ARCHITECTURAL CONSERVATION IN TURKEY

2. EVOLUTION OF THE CONCEPT OF HISTORIC ARCHITECTURAL CONSERVATION IN TURKEY

The starting point of the historic conservation movement in Turkey was marked by the opening of the first museum in the Ayairini Church in 1846 by Fethi Ahmet Pasa. (3)

The first legal measure in the field of historic conservation was the enactment of the "Law of Antiquities", which was revised four times. Under this first law, the responsibility of looking after the conservation items designated as "mobile cultural values" of the ancient times was taken up by the state.

In 1874 with the introduction of a revised second "Law of Antiquities", the concept of conservation items was extended to all man-made objects inherited frcm previous eras, therefore considered as "antiquities" and taken as state properties. According to such law, one third of the findings was given to the finder, one third to the land owner and one third to the state. This system led, as a result, to the smuggling of many important historic values out of the country.

The second law of Antiquities was amended in 1884 by Osman Hamdi Bey, who was the pioneer of conservation movement in Turkey, the principle of "the division to three" was abolished and replaced by the principle which stated that "essentially all antiquities are state property". In 1906 a third "Law of Antiquities" was issued and included "Turkish-Islamic Cultural Values" worthy of conservation.

After the founding of the New Turkish Republic in 1923, together with the efforts made to clarify the roots of Turkish History, with the scope of the historic conservation movement, under the guidance of Ataturk, a commission was established for the conservation of historic architectural heritage of the country. It was the first attempt between 1933-1935, 3500 historic buildings have been registered and restoration reports have been prepared.

In 1933, with the "Law of Buildings and Roads" the concept of environmental conservation was also taken into consideration while urban development plans were being prepared.

Museums and Foundations were reorganized in 1934 and 1935, respectively, and the General Directorate of Foundations was established in order to look after those foundations which have not been used after the abolishment of the Sultanate. In the 1930's and 1940's, the "Council of Preservation of Antiquities", which was in charge of the historic values in Istanbul, alongside with the "Advisory Commission on Antiquities and Museums" have both aimed to proclaim the aesthetic and scientific values as well as the touristic potential of the historic monuments.

In the 1950's, the unexpected rapid change in the socioeconomic structure of the country brought about, as a consequence, considerable unplanned urbanization and uncontrollable destruction not only in the urban texture but also, and particularly, in its natural and historic environment.

In order to prevent unwanted destruction of historic buildings and aiming at their safeguard, the "Supreme Council of Antiquities and Monuments" was established by law Nr.5805 in 1951 (4). This Council has tried to follow and adopt the international progress and decisions in this field, such as the 1963 Venetian By-Law (5). However, the conservation decisions taken by this Council have always been quite uneffective owing to the lack of financial means, efficient conservation policy and organization. The efforts of this Council have been restricted for a long time to individual historic monumental buildings.

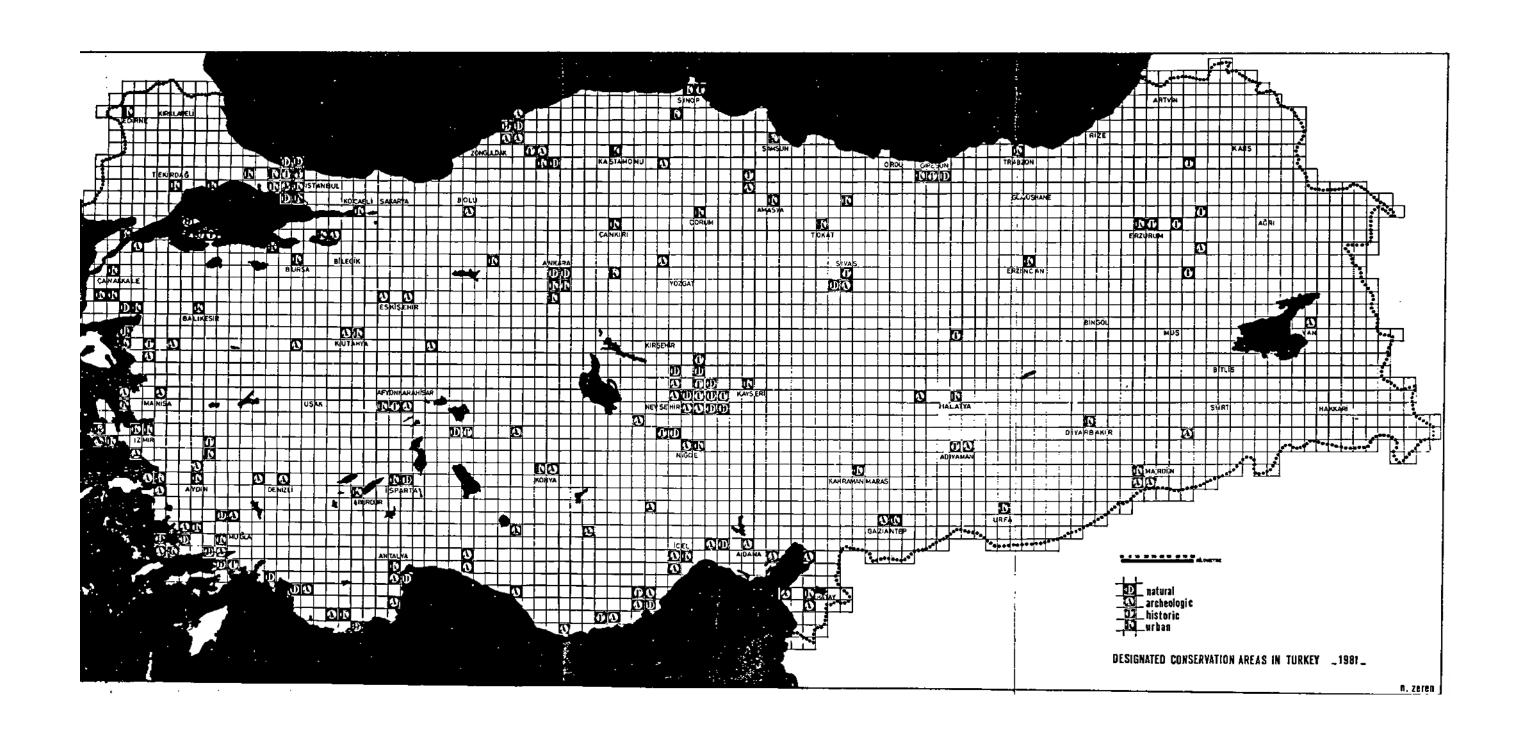
In 1973, the new "Law of Antiquities" Nr.1710 was enacted to include the conservation of group of historic buildings and sites as a whole as well as individual historic monuments (6).

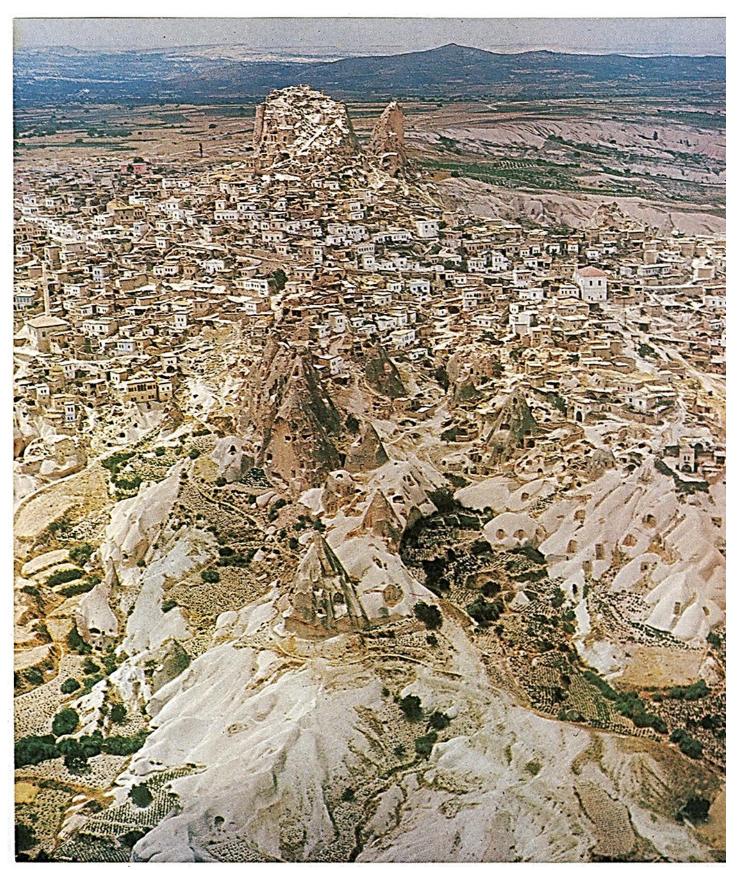
In the 1970's, Turkey took an active part in the "1975 European Architectural Heritage Year" campaign and Antalya, Goreme and Istanbul were listed among some of the European Pilot Projects. For the first time in 1976 the idea of "Emergency Replanning of Historic Cities" was debated

and after 1977 conservation aims of town planning were modified and not only ancient monuments but groups of buildings and historic sites were designated as such.

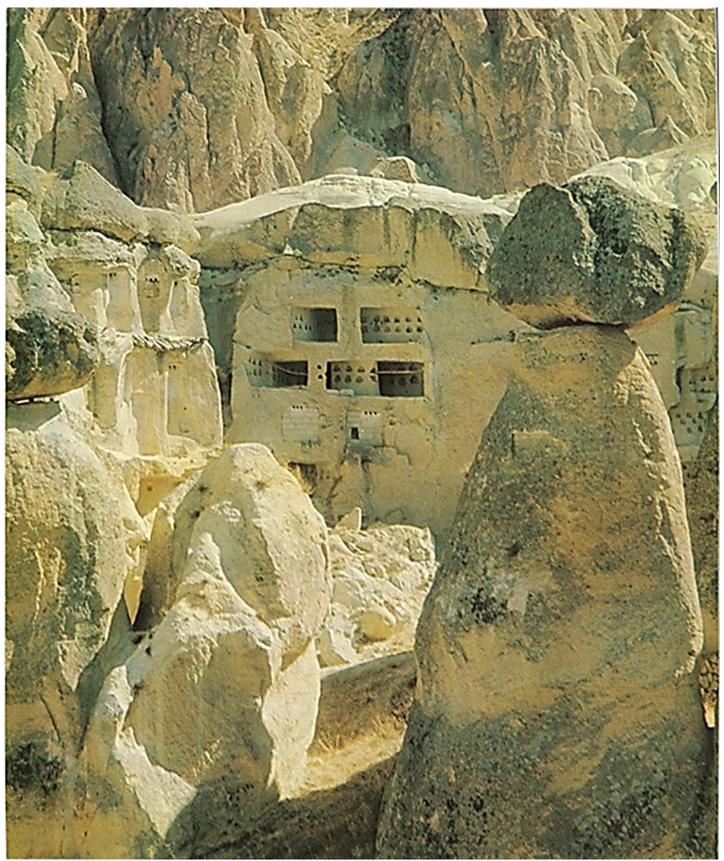
In 1979 a new attempt was made by related institutions, in order to formulate goals, objectives and selecting criteria as well as determining the rights and duties of owners and responsibilities of authorities.

In 1983, with the current law "Conservation of Immobile Cultural and Natural Entities Law (Nr.2863)", the previous "Law of Antiquities.





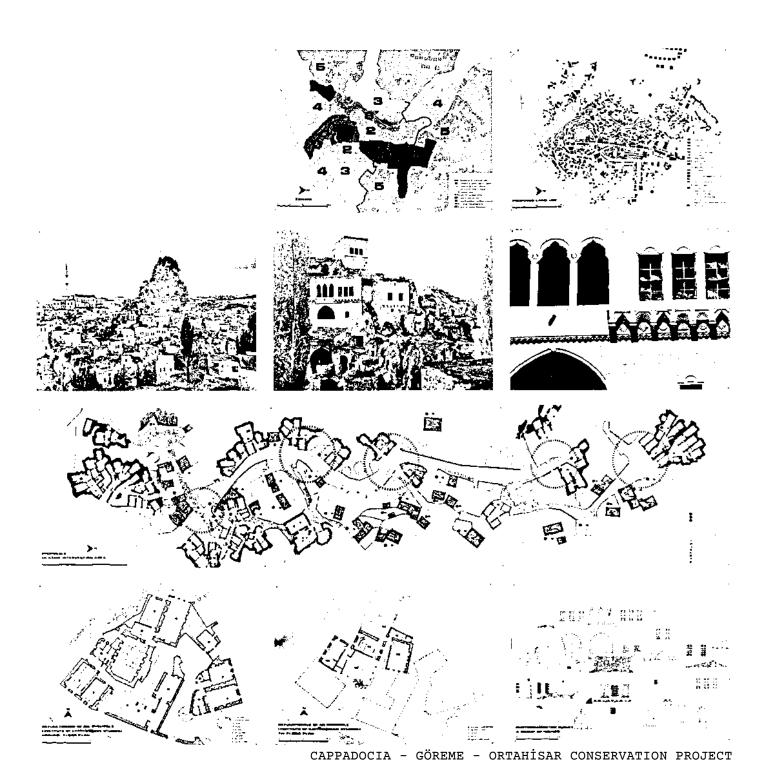
CAPPADOCIA - ÜRGÜP, UÇHİSAR CONSERVATION AREA



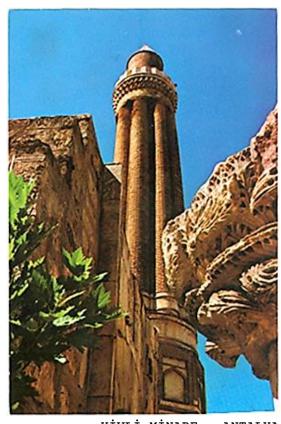
CAPPADOCIA - GÖREME CONSERVATION AREA



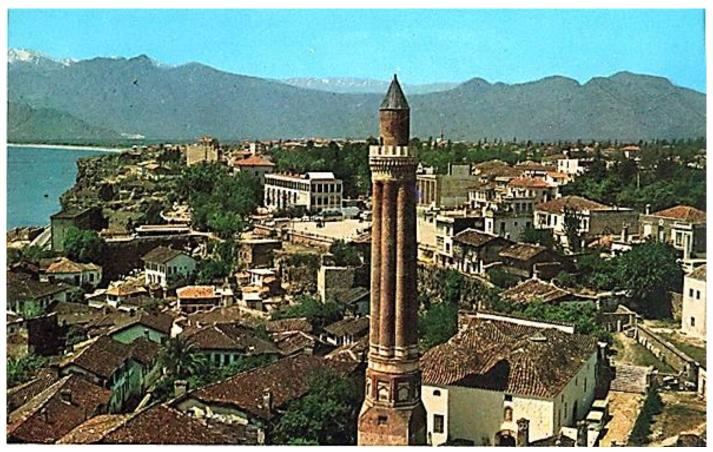
From: A Future For Our Past, European Architectural Heritage, Page 109



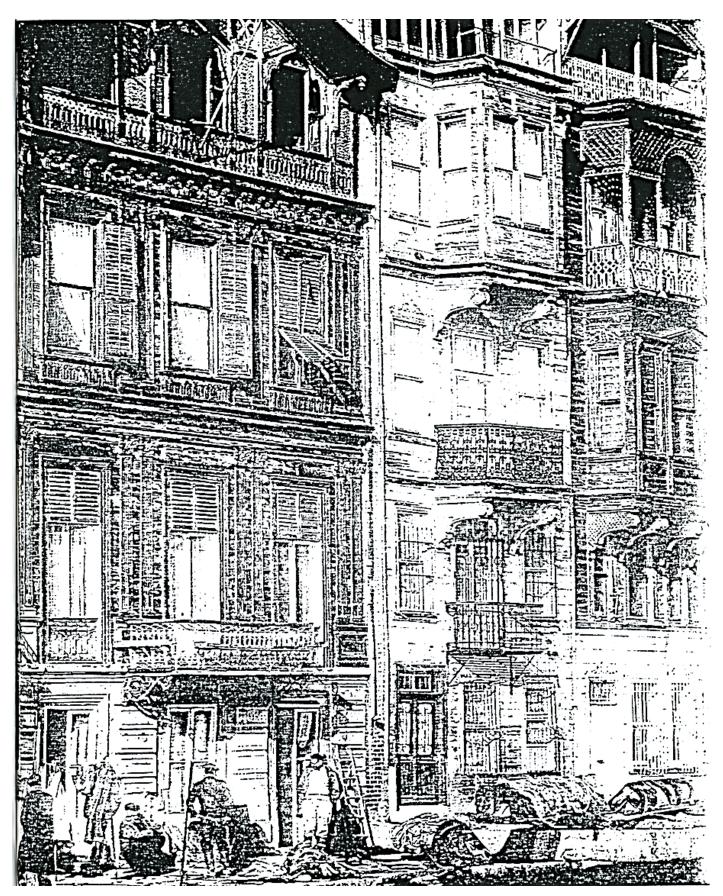
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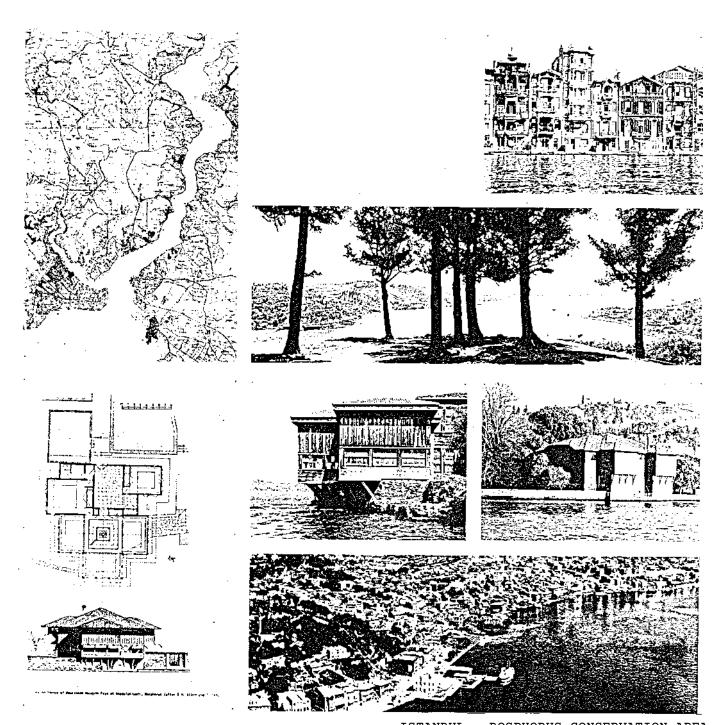
YİVLİ MİNARE - ANTALYA



ANTALYA CONSERVATION AREA



ISTANBUL-BOSPHORUS CONSERVATION AREA



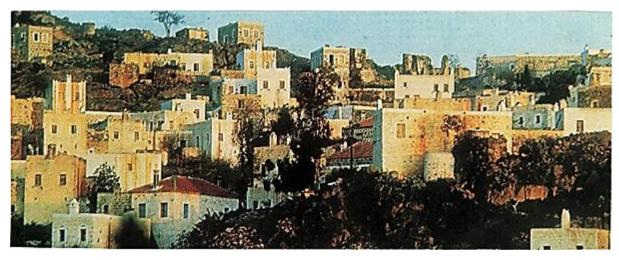
ISTANBUL - BOSPHORUS CONSERVATION AREA

From: A Future For Our Past, European Architectural Heritage, Page 153

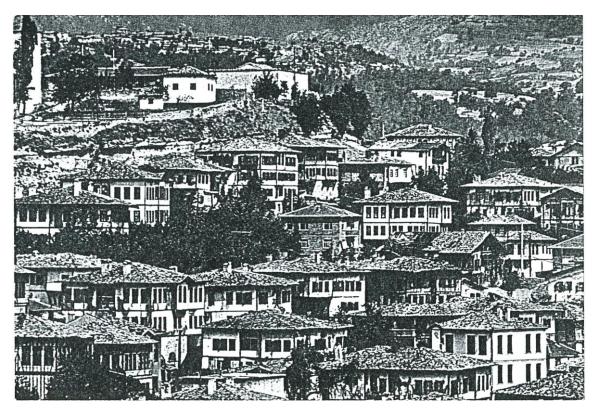
(Nr.1710)" and the "Supreme Council of Antiquities and Monuments Act (Nr.5805)" were revised and united under the same Act.(7). The new law placed heavy emphasis on restricting development control measures and supporting and encouraging technical and financial assistance measures. Within such law and in order to provide a solution for the financial problems a "Contribution to the Restoration of Cultural Entities Fund" was established and to serve the same purpose such properties automatically became exempt from all sorts of taxes after having been registered.

Up to the present day, besides designation studies, efforts in the field of conservation have aimed at trying to overcome the difficulties which may arise from disagreement between central authorities, owners and local authorites.

By 1982, 417 conservation areas have been designated as such, one hundred of which were urban conservation areas, within which were included 3442 listed ancient monuments and 6815 listed historic buildings. (8).



BODRUM CONSERVATION AREA



SAFRANBOLU HISTORIC CONSERVATION AREA



BURSA HISTORIC CONSERVATION AREA

THE CONCEPT OF HISTORIC ARCHITECTURAL SITE CONSERVATION IN TOWN PLANNING IN TURKEY

3. THE CONCEPT OF HISTORIC ARCHITECTURAL SITE CONSERVATION IN TOWN PLANNING IN TURKEY

3.1. LEGISLATION AND ORGANIZATION

The conservation movement in Turkey is conceived as an integral part of the Urban Development Plans. The Ministry of Public Works and Settlement is in charge of the formulation of settlement policies and control over the planned development of towns and cities.

According to the "Town Planning Act" (Law Nr- 6785, amended in 1972 (9)), local authorities must elaborate and implement urban development plans which predict development strategies, major urban land uses and building regulations.

The current law on "The Preservation of Immobile Cultural and Natural Entities Act" has given to the Ministry of Culture and Tourism the responsibility for producing conservation and preservation decisions on historic and natural environment. This work is carried out by "The Supreme Council of Cultural and Natural Entities". Local councils were established by the same law in order to carry out the designation of protection zones and cultural values which must be approved and registered by the Supreme Council.

3.2. PROCEDURES: INTEGRATION INTO THE LOCAL DEVELOPMENT POLICY

The first step taken in order to preserve a historic building or a site as an item worth of conservation, is surveying and documenting.

The Supreme Council is responsible for the determination of cultural and natural values as well as designation of historic sites. After surveying, documenting and approving, conservation items are recorded in the local land registration office. Listed buildings and designated sites are then taken into consideration in the preparation of the development plan of the settlement. If the existing plan, are to be changed so as to protect the designated historical area, transitional, interim building regulations are adopted until the final development plan is approved. Again, moratorium on building development is declared until the preparation of the interim building regulations are finished. These

limitations have to be provided by the Supreme Council within the three months following the designation.

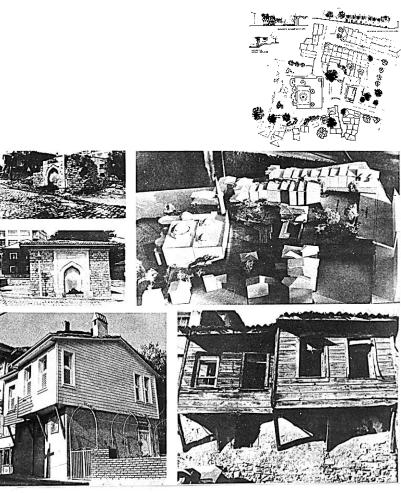
As it was mentioned above, the Ministry of Public Works and Settlement is responsible for the planned development of settlements and the Ministry of Culture and Tourism is in charge of producing conservation decisions on historic and natural environment and local authorities ought to take into consideration those decisions when preparing and implementing urban development plans.

Local Authorities in Turkey are divided into three groups: village administration, provincial administration and municipalities. A commune of less than 2,000 inhabitants is called a village and more than 2,000 a municipality. According to the Present Town Planning Legislation, all municipalities with a population over 5,000 inhabitants should prepare a development and sewage plan, while those below 5,000 should have a road map. Development plans may be prepared by either the Municipal Council or the Ministry of Public Works and Settlement or the Bank of Provinces of Private Planning Offices. In some special cases a competition may be held.

The Bank of Provinces is the most effective agency for the implementation of plans as well as for the surveying and designation process. The Planning Offices of the Bank support the municipalities by providing technical assistance during the preparation, implementation and supervision of the project. Each municipality can receive credit for water supply systems, sewage disposal, electric installations and other development activities. The credit is given to the municipalities without charge for a period of 20 years. Development plans are prepared for periods of twenty years and are based on detailed survey of already existing and future economic and social conditions and land use pattern. Municipalities should, legally prepare the 4 year programs for the application of their development plans. During the period of plan preparation, public participation is not required, people are not invited to express opinions on the proposal, but after being approved by the Ministry, and before coming into force, the plans are open to public discussion and any objections made are heard and then taken into consideration.

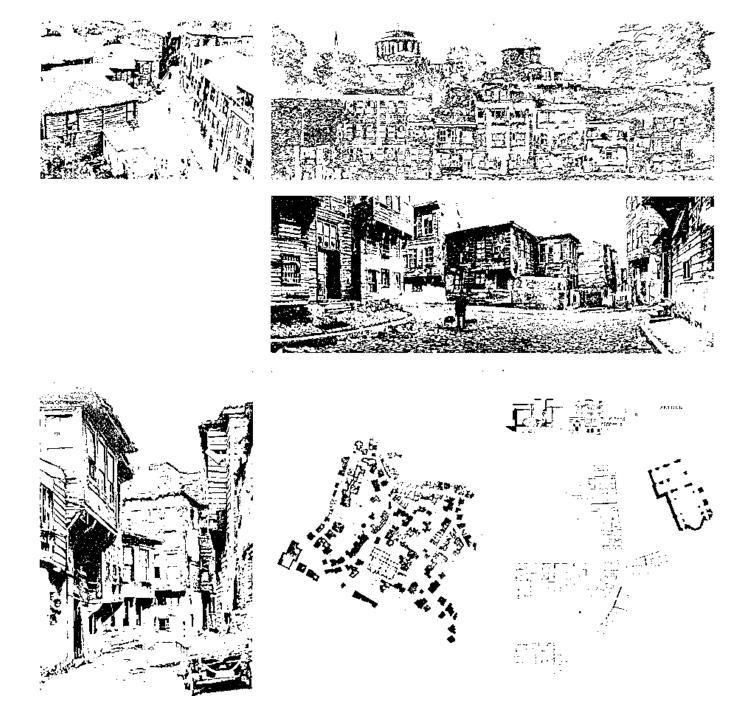
3.3. OTHER PUBLIC AND SEMI-PUBLIC CONSERVATION INSTITUTIONS

In addition to general planning-conservation procedures, if the tourism in some touristic areas is taken as the main object of the project, planning projects and implementations, nay be carried out either by planning unit of the Ministry of Culture and Tourism itself or by the cooperation of the universities, by the Bank of Provinces or even by the Municipalities. In the same cases, a special credit may be given by the Tourism Bank to the owner of the buildings in restoration if they have been designed as boarding houses and dwellings. The restoration of foundation properties is carried out by the General Directorate of Foundations while other public owned buildings are restored by the owners under the supervision of the Ministry of Culture and Tourism. In addition to this, there are some organizations such as the Turkish Tourism and the Automobile Club, the Foundation for Preservation of Monuments, Environment and Touristic Values which also carry out voluntary conservation works.



KARİYE CONSERVATION PROJECT Carried out by Turkish Tourism and Automobile Club

APPLICABILITY OF CONSERVATION RULES ON HISTORIC ARCHITECTURAL SITES WITHIN URBAN AREAS IN TURKEY



ISTANBUL ZEYREK CONSERVATION PROJECT
Carried out by Istanbul Technical University

From: A Future For Our Past European Architectural Heritage, Page 149

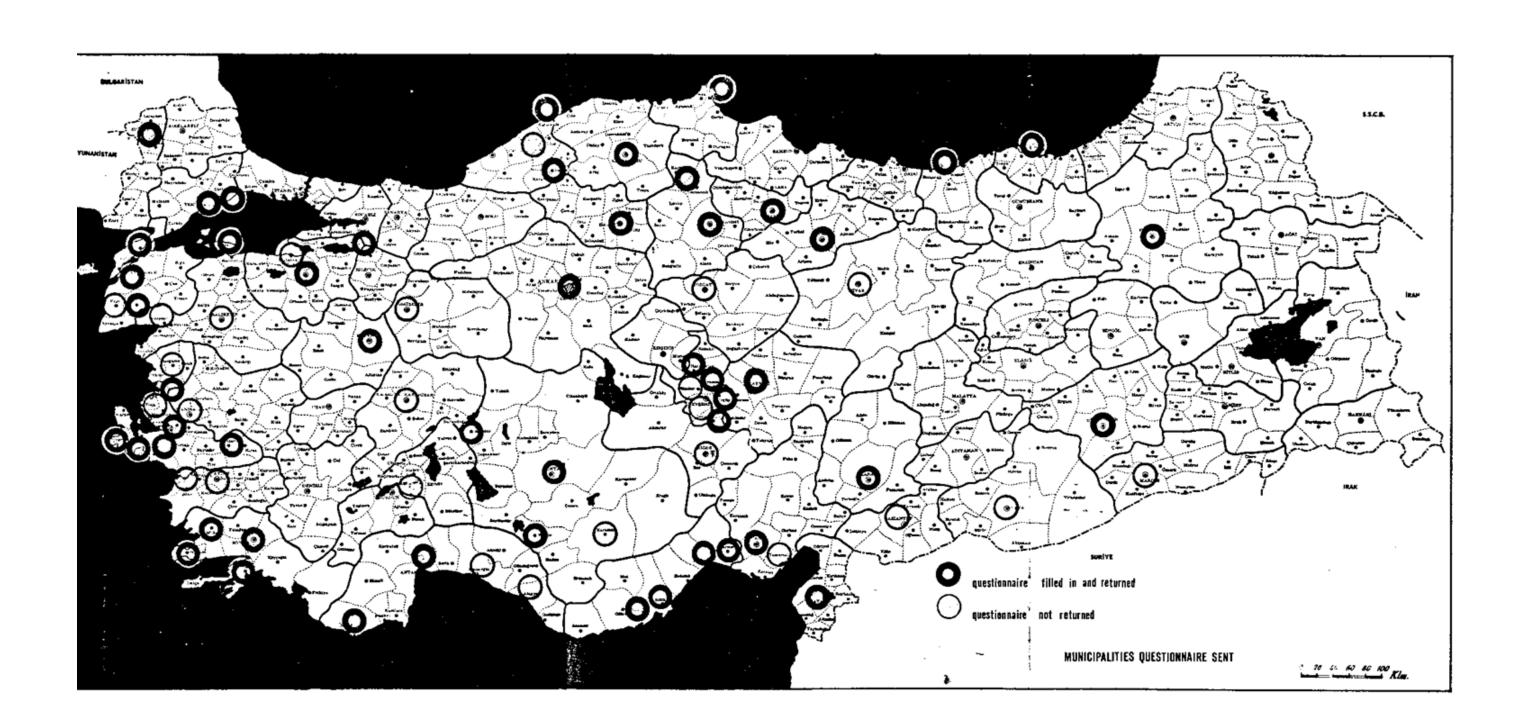
4. APPLICABILITY OF CONSERVATION RULES ON HISTORIC ARCHITECTURAL SITES WITHIN URBAN AREAS IN TURKEY

In this part we will be looking at conservation planning and implementing problems in Turkey connected with the findings of the ph.(D) study, completed in 1981. The purpose of this section is to examine and to test relevance and applicability of the conservation rules and decisions on the historic sites within urban areas. (10).

In examining the methods used in urban conservation in Turkey, a number of interviews were carried out on individuals, associated with various formal and informal institutions which are responsible for different aspects of urban conservation. In addition, a questionnaire was prepared and sent to some 75 municipalities having areas of conservation, to obtain some views of local officials regarding the appropriateness, relevance and applicability of conservation decisions taken by "the Supreme Council of Antiquities".

As it has been mentioned before, Conservation in Turkey has been conceived as an integral part of Urban Development Plans. Municipalities are in fact responsible for implementing those decisions regarding the planned development of the area designated to be worthy of urban conservation. So, the questionnaire included a number of questions that were designed to test the validity of the current concept of undertaking conservation within the framework of urban development plans. In order to achieve this, attempt was made as to include in the questionnaire a set of questions on the development which took place following the rules and decisions on conservation and the problems faced by local officials and local people towards conservation.

51 out of the 75 questionnaires were filled in and returned through municipalities. Information was obtained on the following aspects of urban planning, urban development and urban conservation:



- The contribution of the current development plan to the actual development of the city,
- Development planning policies, rules, regulations regarding conservation
- The relationship between urban development plans and conservation rules.
- The physical condition of an area before and after designated as a conservation area.
- The main problems encountered in conservation.
- The attitudes of local officials and local people towards conservation rules.

4.1. THE CONTRIBUTION OF THE CURRENT DEVELOPMENT PLAN TO THE ACTUAL DEVELOPMENT OF THE CITY

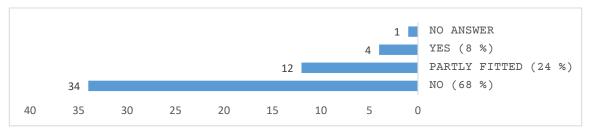
The analysis of the question related to the current development plan: "Does the current development plan fit the real needs of community?" revealed that, in 34 (68%) of the 50 cases officials indicated their negative opinion on the development plan in expressing the realities of the community. Only in 4 (%8) of the cases did the plans express the real needs and the conditions of the community, partly fitted was 24% (12 cases). (4.1.a).

The answers to the question "How did the current development plan affect the actual development of the community?" also indicated that in 20 (40%) of the cases the plans have affected in a negative way the development of the city, 24% (12 cases) gave a partly positive contribution and 36% (18 cases) a totally positive contribution. (4.1.b.)

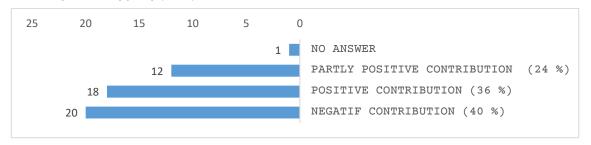
According to local authorities most of the plans have insufficient or incorrect strategies and decisions about predicting population, density, housing, industry and trade, transport, education and other social and community services like recreation, conservation of landscape which do not seem to fit the real needs of the community.

As a result of this, the implementation of the plan was made extremely difficult.

4.1.a. DOES THE CURRENT DEVELOPMENT PLAN FIT THE REAL NEEDS OF THE COMMUNITY?

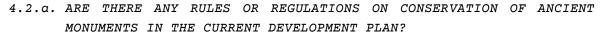


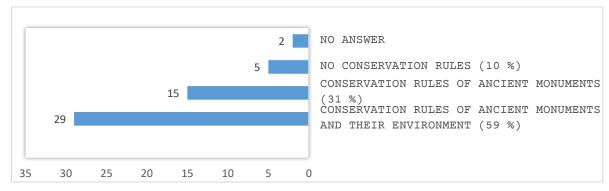
4.1.b. HOW DID THE CURRENT DEVELOPMENT PLAN AFFECT THE ACTUAL DEVELOPMENT OF THE COMMUNITY?



4.2. DEVELOPMENT PLANNING POLICIES, RULES AND REGULATIONS REGARDING CONSERVATION:

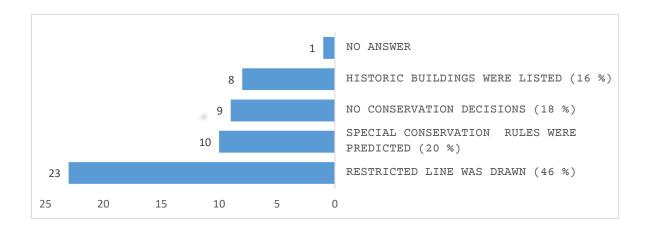
The question related to conservation policy in development plan: "Are there any rules or regulations on conservation of ancient monuments in the current development plan?" showed that in 5 (10%) of the cases there were not any rules for conservation of historic buildings; in 44 (90%) of the cases, various measures were taken for conservation of important historic buildings. Whilist in 15 (31%) of the cases just historic mosques, religious buildings were being preserved in 29 (59%) of the cases, various restriction rules were used towards ancient monuments and their environment. (4.2.a).





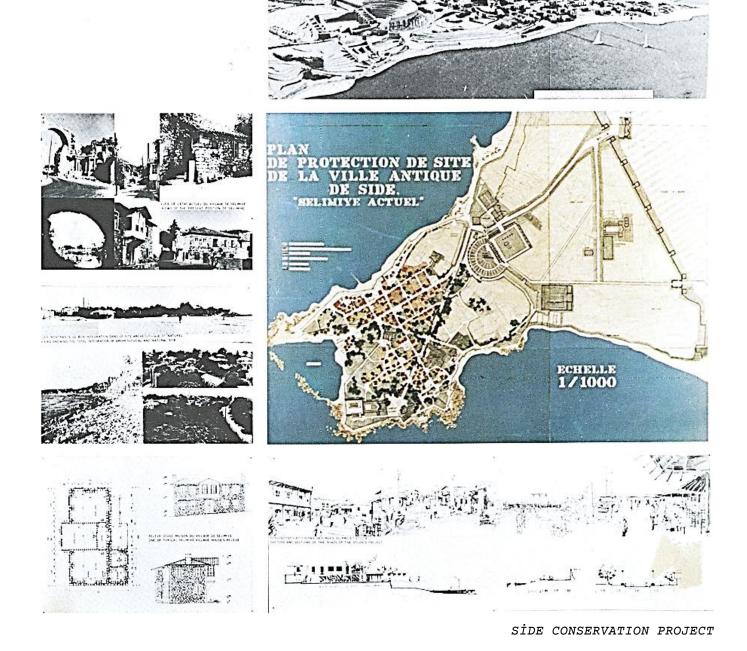
Another question related to the same topic "Are there any rules or regulations on conservation of the historic core of the city in the current development plan?" indicated that in 9 (18%) of the cases the historic core of the city was not being conserved, and in the rest of the cases, various measures were used to support the efforts made for conservation. In 8 (16%) of the cases, just historic buildings were listed and designated, in 23 (46%) of the cases, a restricted line was drawn between the boundaries of a historic area and declared it as a prohibited zone, in 10 (20%) of the cases, special conservation rules and regulations were predict, and only in 1 (2%) of the cases a special conservation plan was prepared (4.2.b)

4.2.b. ARE THERE ANY RULES OR REGULATIONS ON CONSERVATION OF THE HISTORIC CORE OF THE CITY IN THE CURRENT DEVELOPMENT PLAN?



Officials stated that the waiting period of planning and implementation after the designation of an area as a conservation site put local

authorities in a difficult position. Sometimes the delay in defining the limitations and obtaining the planning permission results in illegal demolition and illegal construction. For instance, although having quite well designed projects, the case of Side Archeological, Historic and Natural Conservation Plan Study is one of the unsuccessful efforts in 'this field (11). In the project, archeological, architectural and natural potential of the areas is to be promoted as much as possible. Local typical houses are preserved, recreational areas are improved and new developments are permitted on suitable empty areas. However, during the implementation



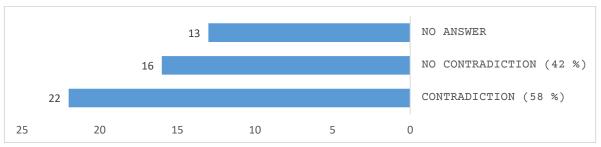
From: A Future For Our Past European Architectural Heritage, Page 265

phase the delay of the expropriation of land in the new development areas has caused a similar delay in the implementation of the plan. This led to illegal construction and for to a loss of character of the area due to inappropriate alterations. Similar results can be observed when other examples are to be examined.

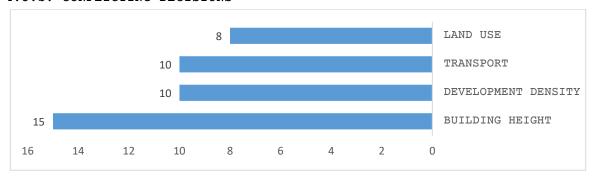
4.3. THE RELATIONSHIP BETWEEN: URBAN DEVELOPMENT PLANS AND CONSERVATION RULES

With respect to the relationship between the development plan and the concept of conservation, the question "Are there any planning strategies, rules or orders contradicting the concept of conservation?" showed that in 22 (58%) of the cases there were planning decisions which actually contradicted the concept of conservation. In 10 out of the 22 cases, the conflict was related to some decisions on density of development. In the 15 out of the 22 cases, it concerned building heights and in 8 out of the 22 cases, emphasis was on decision of land use. It should be emphasized that the responses to the questionnaires revealed that even those municipalités in favor of conservation were not effective in their development plans. (4.3.a.b).

4.3.a. ARE THERE ANY PLANNING STRATEGIES, RULES OR ORDERS CONTRADICTING THE CONCEPT OF CONSERVATION?



4.3.b. CONFLICTING DECISIONS

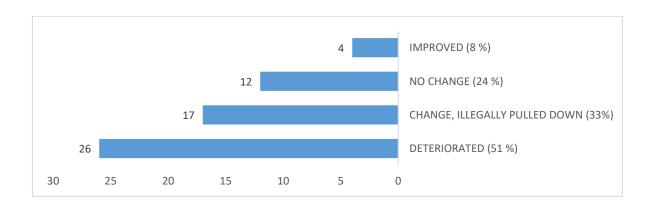


4.4. THE PHYSICAL CONDITION OF AN AREA BEFORE AND AFTER BEING DESIGNATED AS A CONSERVATION AREA

In what concerns the condition of the area before and after its designation as an area of conservation, the question "How has the physical condition of the area been changed after having been designated as a conservation area?" revealed that in 26 (51%) out of the 51 cases the area started to deteriorate after those decisions were taken while only in 8% (4 cases) of the cases the area has been improved. Officials stated that in 17 (33%) of the cases, the old buildings were illegally pulled down and renewed and historical characteristics of the area were lost in detriment of new development (4.4).

It was also de dared that in most cases illegally pulled down and deterioration have been occured together.

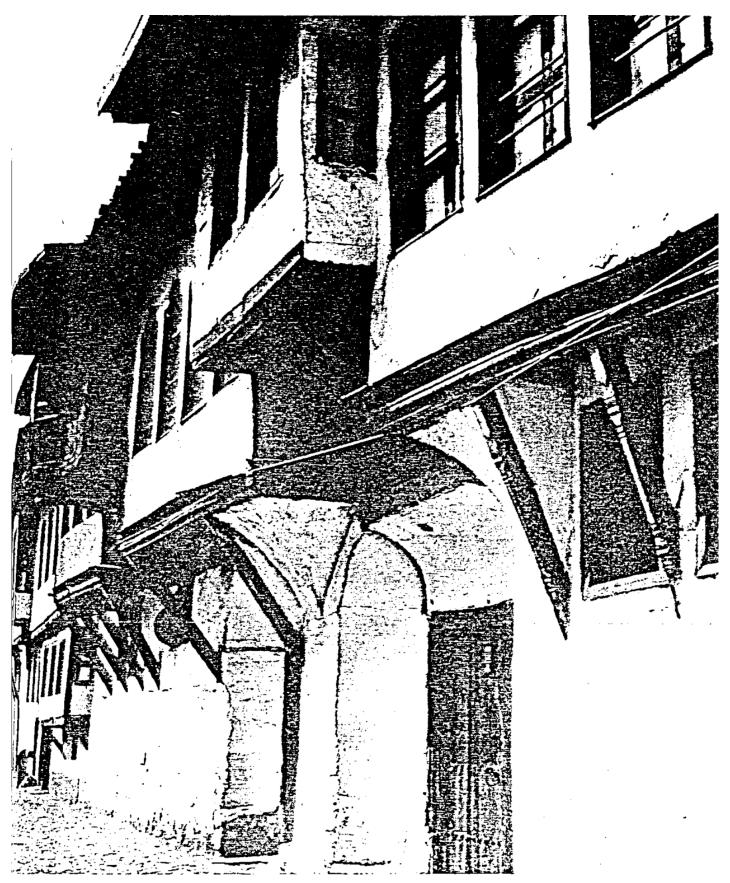
4.4. HOW HAS THE PHYSICAL CONDITION OF THE AREA BEEN CHANGED AFTER HAVING BEEN DESIGNATED AS A CONSERVATION AREA?



Officials also declared that, in practice, the building owners were not interested in cultural or art values of their properties. Under economic pressure inhabitants of the area tended to abandon these buildings and often let them deteriorate or being illegally pulled down or simply burnt.

In the case, for instance, of the Kayseri Tekirdag and Kutahya conservation studies, the historic part of these cities had been designated and certain building limitations were imposed on new settlements and renovations. Those rules, however, led to the case of some inhabitants of the area having to abandon their houses, and let the buildings almost fall down. Such examples of carelessness can be observed, even in Istanbul Bosphours Conservation Area. After having been listed, some of the most remarkable examples of Yalı's were lost either through fire causes or because they have been simply pulled down.

In the case of Bodrum, although effective conservation decision have been taken, positive results could not be obtained and environmental values of its historic area has not been preserved. The main reason for this could be explained by the co-existence of old and new patterns and unorganized tourism developments. Tourism, the new economic resource of towns has caused great change in the social and economic status of settlements and obviously traditional characteristics of towns have been lost.

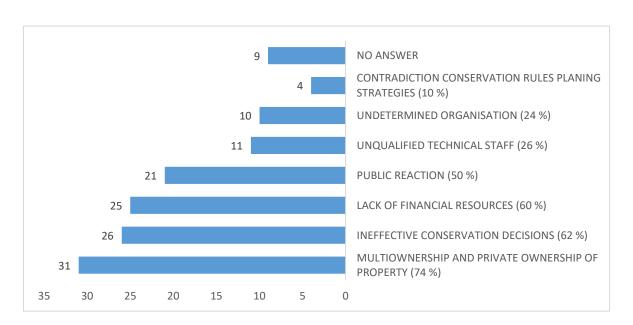


KÜTAHYA CONSERVATION AREA

4.5. MAIN PROBLEMS ENCOUNTERED IN CONSERVATION

Most of the municipal officers indicated different kinds of problems they were faced with in implementing the conservation rules and orders. The question related to the main problems encountered in conservation: "What are the main problems connected with implementing the conservation rules and orders?" revealed that in 31 (74%) of the cases, the main problems were caused by private and/or multi-ownership of property, in 25 (62%) by the absence of effective conservation rules and plans, while in 25 (60%) by the lack of financial resources, in 21 (50%) of the cases, the main cause was the reaction of the people affected by those decisions, in 11 (26%) the unqualified technical staff. In 10 (24%) uncertainty of organization of implementation and in 4 (10%) of the cases the contradiction between conservation rules and development planning strategies.(4.5).

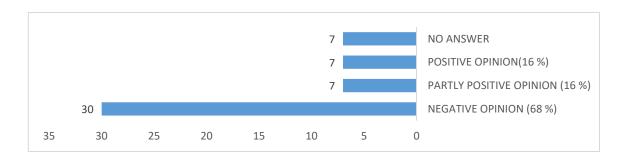
4.5. WHAT ARE THE MAIN PROBLEMS CONNECTED WITH IMPLEMENTING THE CONSERVATION RULES AND ORDERS?



4.6. THE ATTITUDES OF LOCAL OFFICIALS AND LOCAL PEOPLE TOWARDS CONSERVATION RULES

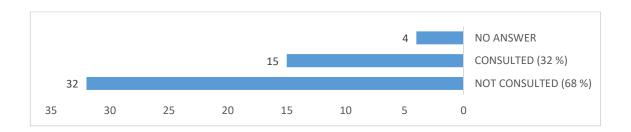
The answers given to the question "What do local authorities think about the applicability of conservation rules and orders ?" indicated that whilst in 30 (68%) of the cases, the officials stated their negative opinion, in 7 (16%) of the cases, they pointed out their positive opinion regarding the applicability of conservation decisions in their communities. (4.6.a).

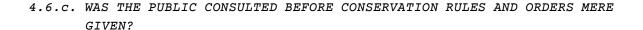
4.6.a. WHAT DO LOCAL AUTHORITIES THINK ABOUT THE APPLICABILITY OF CONSERVATION RULES AND ORDERS ?

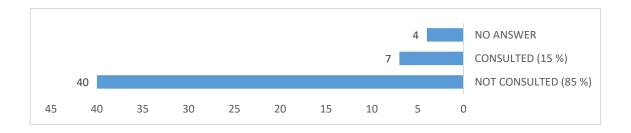


The question "Were local authorities and/or public consulted before conservation rules and orders were given?" stated that only in 15 (32%) of the total cases local officials had been consulted before general planning decisions were taken or decision concerning the designation of an area for conservation, whilst 40 (85%) of the cases general public has not been neither consulted nor notified.(4.6.b, 4.6.c).

4.6.b. WERE LOCAL AUTHORITIES CONSULTED BEFORE CONSERVATION RULES AND ORDERS WERE GIVEN?







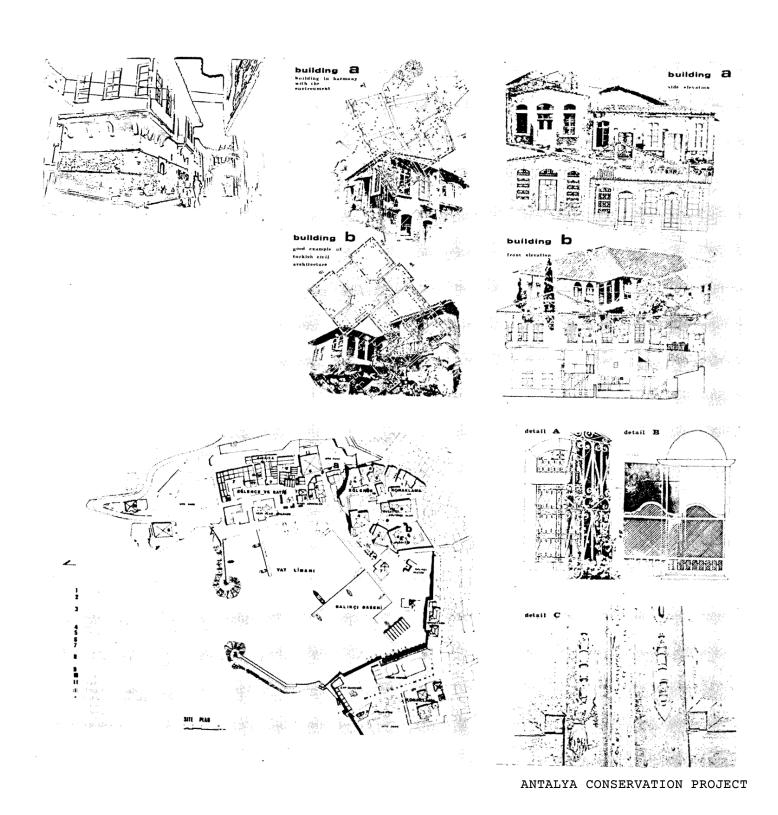
The successful examples of the implementation of historic urban conservation usually can be connected with overwhelming efforts of local authorities and local people and establishment of an organization than can achieve the integrity of the local and central planning bodies and the local people.

Muradiye and Ulu Cami Environment Projects in Bursa and Kale Street conservation project in Hisariçi can be cited as good examples which have been undertaken by the collaboration of both Municipality and local people.

Antalya Citadel Historic Conservation Project is another successful example of conservation implementation that has been achieved through the co-operation of local and central government and the university. This particular plan has been prepared by the Ministry of Culture and Tourism and by the Middle East Technical University. In the same project touristic functions have quite a predominant role but are not taken solely as an economic benefit and social substitue, they are also taken in order to initiate and encourage the inhabitants for restoring and conserving their own properties. (12).



From: A Future For Our Past, European Architectural Heritage, Page 113



From: A Future For Our Past, European Architectural Heritage, Page 115

After the completion of the planning phase, a local organization was established by representatives of the Municipality, the Ministry of Public works and Settlement and the Ministry of Culture, in order to control the implementation of the project.

Another successful example of co-operation of owners and municipality is Marmaris Urban Historical Site Conservation Plan; this has been prepared by the Ministry of Culture and Tourism and by the Bank of Provinces after a request made by the Municipality of Marmaris - The implementation has been initated by the municipality, however, the success depended totally on the conviction and participation of the inhabitants into the process.

On the other hand, Mustafapasa Study in the Cappadocia Area is one of the examples of unsuccessful attempts in this field, the designated area has been planned aiming to establish a co-operative in which building owners were expected to contribute with their properties.

However, once the suggestion in practice was made, the land . owners were not interested and the municipality did not provide effective guidance, hence the project failed completely (13) .

In the case of Sogukçeşme Street in Historic Peninsula of Istanbul, financial difficulties and ownership pattern were the main causes for the collapsing of the project. For a while the project had been prepared by Istanbul Technical University on a request made by the Ministry of Culture and Tourism. The plan dictated the expropriation of certain buildings however, the Ministerial budget was not able to face the costs of such expropriation. Another solution, asking property owners to participate in the conservation process, has not worked out either. In this case the low social status of the inhabitants and multi-ownership rights proved to be a problem as well. It is the Touring and Automobile club who is nowadays in charge of this project.

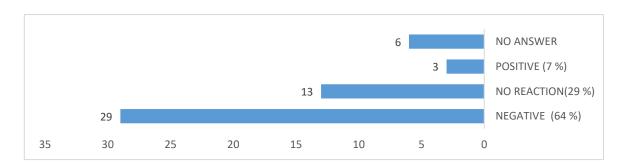


ISTANBUL SOGUKÇEŞME STREET CONSERVATION PROJECT

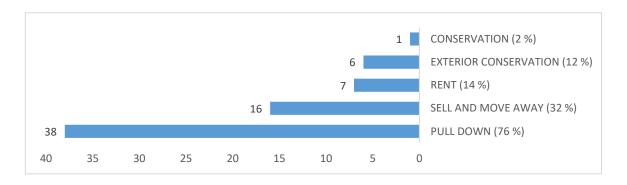
From: A Future For Our Past, European Architectural Heritage, Page 151

The question related to the public attitude towards conservation "What is the reaction and attitude of the people who live in the listed buildings? " indicated that the main difficulty is the lack of public interest towards heritage It is also interesting to note that in 29 (64%) of the cases officials stated that the reaction of the owners of the buildings within the designated areas was in fact a major problem. Only in 3 (7%) of the cases it was the people who actually live in buildings the ones to seem quite happy about those decisions. The failure in combining conservation practices with economically viable activities in buildings or sites of conservation has led to the increasing scepticism of those people living in the area and affected the implementation of the conservation decisions in a negative way. There was just 1(2 %) cases where people were willing to conserve their historic house and historic environment, while in 38 (76%) of the cases, they preferred to have them pulled down and have new modern buildings. In 16 (32%) cases people would rather sell their houses and move into some new areas; in 7 (14 %) cases they would prefer to rent; whilist in 6 (12%) of the cases would just preserve the external facades of the buildings.(4,6.d,e)

4.6.d. WHAT IS THE REACTION OF THE PEOPLE WHO LIVE IN THE LISTED BUILDINGS?



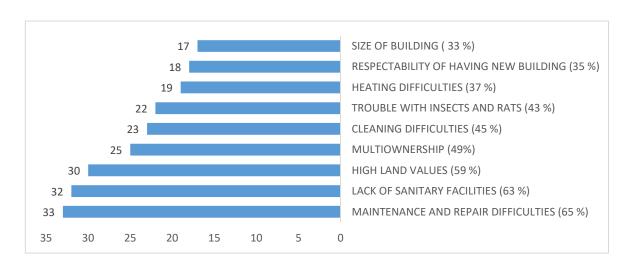




The answer to question as to "What are the main complaints of the people who live in the old buildings?" showed that according to people who live in old houses, the main problems seem to be related to maintenance difficulties and the existence of old sanitary facilities.

In 33 (65%) of the cases, people complained about cost of maintenance and repair, in 32 (63%) of the total cases, about the lack of sanitary facilities, in 30 (59%) referred to the value of land, in 25 (49%) to multi ownership, in 23 (45%) to cleaning difficulties, in 22 (43%) to trouble with insects and rats, in 17 (33%) to more space than actual needs, in 19 (37%) to heating difficulties, and finally in 18 (35%) cases were concerned about the thinking of respectability of having a modern building. (4.6.f).

4.6.f. WHAT ARE THE MAIN COMPLAINTS OF THE PEOPLE WHO LIVE IN THE OLD BUILDINGS?



The results of the research can be summarized as follows:

- Conservation decisions in Turkey have not reached a stage for effective implementation.
- According to local authorities most of the development plans have had insufficient or incorrect strategies and conflicting conservation decisions about the real needs of the community.
- The goals and objectives, and the criteria for selecting and designating an area for conservation have not been clearly formulated.
- The responsibilities of the concerned institutions have not been clarified and local authorities rarely have wanted to use their power in this field.
- The planning policy concerning the integration of the conservation decisions into general development plans have simply been inadequate
- The financial resources and other tools to purchase and/or repair the buildings to be conserved have been inadequate
- The failure in combining conservation practices with economically viable activities in the conservation area has led to the increasing scepticism of those people living there. The reaction of the owners of the buildings within the designated area and lack of popular interest has been observed as a major problem.

Those rules, however, led to the case of some inhabitants of the area having abandon their houses and causing the buildings almost fall down.

OTHER EUROPEAN COUNTRIES: SOME VIEWS ON THE CONCEPT OF HISTORIC ARCHITECTURAL SITE CONSERVATION IN TOWN PLANNING

5.OTHER EUROPEAN COUNTRIES

SOME VIEWS ON:

CONSERVATION CONCEPT IN TOWN PLANNING

5.1. LEGISLATION AND ORGANIZATION

In most European countries, conservation of historic buildings is the common aim of both general planning and building legislation and these are in fact taken as the basis for all decisions concerning conservation.

Some countries like The German Federal Republic, France, Greece or the Netherlands, have a special law on renewal and/or conservation, which includes specific clauses on the structure of land ownership or even on financial support for purchase. As a matter of fact, items like the definition of conservation, the rights and the duties of the owners as well as the responsibilities ascribed to authorities, are laid down by such law. (14).

In most of these countries, the conservation of monuments and historic buildings is taken initially under the responsibility of the central government but in The German Federal Republic for instance, this is not the case, neither in what concerns legislation related to development plans nor in terms of competence and responsibility.

In France, regional authorities are dependent from the central government. In fact, there is an obvious advantage in this situation which could be explained by the possibility in establishing common criteria and comprehensive plans as well as by ensuring a greater exchange of experience. This, together with central decision making, definitely ensure a more meaningful distribution of funds available.

The majority of Western Countries actually have Regional or Local Institutions which support central authorities; it is therefore quite clear that the links between local conservation offices and central authorities are very important and cannot be underestimated. In some countries even, the central government has a local office which may, in some cases, have advisory capacity or be directly involved in the actual building work.

There is also the case of some small towns where the government may transfer this responsibility to a qualified individual.

5.2. PROCEDURES: INTEGRATION IN THE LOCAL DEVELOPMENT POLICY

In what concerns the approach taken towards conservation planning, it could be said that it differs considerably from country to country.

In the West, decisions are usually taken by the local authority; however, in countries such as France, it is the central government who prescribes measures conserning conservation; yet in Belgium, in The German Federal Republic, in the Netherlands and up to a certain extent in France as well, local authorities have to submit their development plans to a higher authority for approval – such plans are drawn up by the local authorities in collaboration with architects and housing societies.

In contrast with the West, in Socialist Countries, it is up to the Departments of Cultural Affairs to implement conservation measures in accordance with the instructions laid down by the National Institutes for the Protection of Historical Sites and Buildings.

Meanwhile, in some Western Countries, may local authorities have come to realize that not only new buildings but also sites and buildings of historical importance are certainly an open and wide field for their activities. Towns like Bruqes in Belgium, Orvieto in Italy, and s'-Hertogenbosch in the Netherlands, have in fact made very successful efforts in establishing their own Conservation Departments where architects and town planners as well as restorers, art-historians and experts on old architecture are employed.

In what concerns the methods for listing conservation buildings, Belgium, The German Federal Republic, Greece, the United Kingdom and Italy do not have any different categories, whereas France has two categories, Hungary has three and Bulgaria four; these categories are supposed to point out the degree of importance of historic buildings.

In Bulgaria and Poland authorities may also list sites of historical or local interest. In some of these socialist countries, special emphasis has been given to documentation studies.

Protected zones have been listed in France (since 1913) as well as in the Netherlands. It may happen that in some countries the listing phase has been completed already, whereas in others it hardly has begun. In the case of France and Belgium, the listing has been left open to allow any further addition.

It may also happen that during the process of application for permission of planning, some unlisted buildings but nevertheless worth being preserved, have often to be handled by the building authority. In fact this is what happens in Turkey and most other European countries today. This institution often does not have qualified and trained staff for this specific purpose.

5.3. OTHER PUBLIC AND SEMI-PUBLIC ORGANIZATIONS AND PUBLIC PARTICIPATION

Another aspect worth pointing out, is the existence in most Western Countries of local amenity groups - formed a long time ago - whose aim is to look after the interests of people who might be affected by urban planning decisions.

In the United Kingdom, in Belgium and in the German Federal Republic for instance, there is extensive public involvement in the formulation of the aims embodied by their development plans.

For the last ten years a large number of action groups appeared in the Netherlands, representing the most current trends in society as well as more traditional ones. At the moment, there are 2000 public groups and private organizations in full operation. As a matter of fact, the active involvement of citizens in the process of decision making, has started almost fifteen years ago. These people play very active roles in the planning processes concerning the future of their towns.

On the other hand in the United Kingdom, local amenity groups date back as far as the 19th century. The National Trust is a private organization with no governmental participation and it is, say, the umbrella organization for all other amenity groups. These associations are a truly remarkable example of the movement of "public participation" in Britain, not only in environmental and planning matters but also in the social aspects of life. Another typical characteristic of public participation here is the large degree of cooperation between government and local authorities on the one hand, and citizens' action groups on the other.

Again, in France, public and private associations have been created in order to attract the attention and defend the interests of the public in general, therefore, defending, revitalizing and promoting its architectural heritage. Once a zone of protection is set up or a site is classified as historic, a public inquiry is organized, open to all those who may have something to say and their observations are then taken into account.

As for Italy, immediately after World War II, small groups of intellectuals, archeologists, town planners and writers gathered together and started drawing the attention of Italian people to their national cultural heritage. The "Instituto Nazionale di Urbanística", the "Associazione Italia Nostra", the "Associazione Nazionale dei Centri Storico-Artistici", the "Instituto Nazionale di Architettura", are some of the main private organizations spread throughout the country which take a very active role in this field.

In the case of the German Federal Republic, various projects of modernization have been set up in recent years through the joint efforts of private associations and/or citizens' action campaigns. In fact, there are 75 of these groups aiming the conservation and the renewal of historic town centres and districts. In Germany, the public participates in the process of preparation of conservation measures as well as in the phase of their implementation. During these stages, the local authority sets up an inquiry in order to get some of the viewpoints of the people involved, such as: owners, tenants, leaseholders and many others, regarding the scheme proposed and in order to discuss with those directly affected who may wish to participate in the area, just in the same way the business employees do.

In Socialist Countries like Hungary, local authorities take into account the opinion of the whole population, but in practice it has been proved that local residents do not bring forward their views, each occasion they were supposed to.

In Bulgaria, the general public is kept informed about the projects or the implementations, through the press, the radio and television and also through meetings held either at local or national level.

5.4. FINANCIAL SUPPORT

In all countries that have a conservation programme running, a major problem seems to arise always in the financial aspect of the issue.

Again, the way this problem is handled varies a lot from country to country.

Western countries have worked this out in many different ways, but all of them seem to admit that funds are not sufficient to face the growing demand for a grant.

In the Netherlands, special government grants are given for restoration or improvement of dwellings either whether these have been listed as

monuments or simply have been sonsidered as essential features of the site. The financial support given by the Ministry of Housing and Physical Planning may go up to 35% (maximum FIs. 150.000 for each dwelling to be renovated). On the other hand, the Ministry of Cultural Affairs, Recreation and Social Work may also give a grant of 30% for a private property and of 40% for a municipal property out of half of the total cost of the conservation. Provincial and local authorities may also contribute with 10% up to 30% of half of the total cost of the issue. At the moment, the government is having great difficulties in releasing sufficient funds for each year. Statistics show that there are over 2000 applications waiting to be dealt with. It is a well-known fact that in the Netherlands as well, historical items with view to conservation, only occasionally are purchased by the government of provincial authorities.

In the United Kingdom, discretionary grants are available, both from central and local authorities. The secretary of Estate has the power to subsidize the cost of repairs in buildings of outstanding interest either historically or architecturally speaking, as well as general work of enhancement done in such areas. The Government and the local authorities may provide a combined grant for the conservation of groups of buildings within town schemes. In such cases, the owner pays usually 50% of the total cost, whereas the government and local authority pay 25% each. However, as it has been pointed out before grants are discretionary and in so being, only about 300,000 is given annually by all authorities. All over Britain, local authorities have the power of acquiring in a compulsory scheme listed buildings in view of their conservation.

In France, the amount of the grant given towards repair work and improvement of classified historical buildings may go up to 100%. The share of the state in the cost of the repair work, is at least 50% of the total expense. Apart from being subsidized, the owner of the building is also allowed to claim back the 50% out of his income tax. If on the other hand, he does not want to be subsidized, but opens his building to the public during 50 days per year, he qualifies for a total deduction of 93.7% out of his income tax. In addition to this, if the owner of the

building is not willing to keep his property he may ask the government for it to be expropriated.

As for Belgium, the government may come forward with 30% up to 60%, according to the type of the building, its value, and the sort of work to be done; provincial and municipal counterparts may contribute with a grant for private restoration of about 90% out of the total cost, in cases of heritage of a rather rich architectural patrimony. However, this situation does not occur often due to the lack of funds. The owner may either request to the State the expropriation of his building, or the State itself or municipalities may decide upon expropriation for the public benefit.

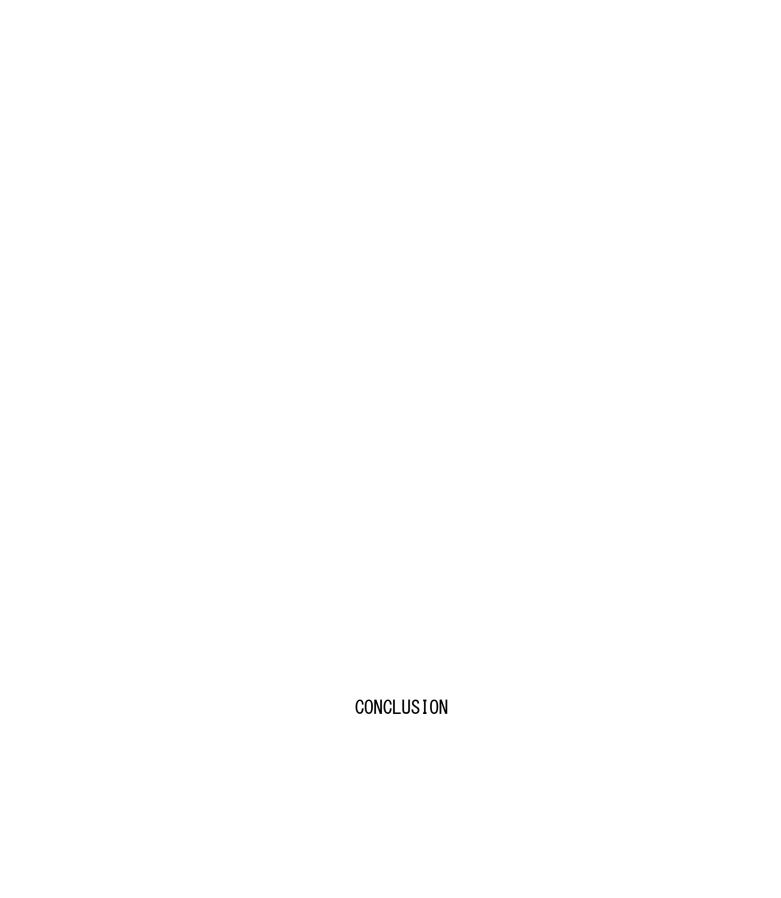
In Italy, the Government provides financial support for restoration activities which may reach up to a maximum amount of 70% of the overall cost. Nevertheless, the funds established each year by the national budget are not adequate to meet the growing number of applications that come through. The owner of a listed building has in fact the right to deduct the cost of the total repair or maintenance from his income tax declaration. As a matter of fact, the Italian national budget provides that 15% of the amount allotted to housing schemes should go towards urban renewal and conservation.

The German Federal Republic has wide financial measures which include income tax deductions as well. Institutions like the Federal Government, The Laender and district or local authorities can provide, either non-repayable grants or loans with a very low interest or even other kinds of subsidies. In addition to this and under the Urban Renewal and Town Development Act, about 10% of all the money saved with Building Societies is used in the purchase and modernization of old buildings.

On the other hand, in the Socialist Countries, within the scope of their central planning departments, the amount of money allotted to urban planning or conservation is provided directly by the government.

In more recent years in some Western Countries namely in the United Kingdom, in the Benelux Countries, in France and in the German Federal Republic, private companies came to realize that acquiring as well as modernizing or even selling historic buildings could be a very profitable business. However, this is a situation which normally ends up with unwanted changes in social structure.

As for Turkey itself, similarly to what happens in its European counterparts, a few financial assistance programmers have been brought about by Law Nr.2863. The clause on "Contribution to the Restoration of Immobile Cultural Entities Fund" provides - within the scope of the Ministry of Culture and Tourism - financial credits, subsidies, tax exemption as well as all sorts of technical support, however, this is not enough to meet the increasing demands.



CONCLUSION

Turkey, like most developing countries is faced with a rapid urbanization, an increasing industrialization and also with strong speculation and despite all laws, rules and regulations, it is still far from reaching the stage of effective planning and conservation implementation of its Architectural Heritage.

The new law that came into force in 1983 concerning conservation, placed a strong emphasis on restricting development control measures as well as encouraging technical assistance and providing financial support. However, the resources available and the means to purchase and/or repair the buildings or sites to be preserved, are still not adequate. The failure in combining conservation practices with economically viable activities has led to an increasing scepticism of those people living in the area to be preserved and of the public in general in what concerns the need and utility of all the efforts spent in conservation.

Alongside with financial in availability For difficulty arises from the lack of popular interest and awareness towards cultural and architectural values.

Despite the richness of Turkish historical heritage, no conservation policy existed until quite recently and local authorities rarely did want to use their power in this field.

Nevertheless, it should be recognized that strong efforts have been made in what concerns conservation decisions and development planning rules and regulations so that effective implementation may soon reach the desired and required standards.

One is simply left with the hope that future generations come to appreciate their cultural heritage and might be able to really enjoy them one day.

NOTES

- 1. ZEREN, N. (1981) Kentsel Alanlarda Alınan Koruma Kararlarının Uygulanabilirliği, (phD thesis), Istanbul: Istanbul Technical University.
- 2. For further information on "Architectural Heritage of Turkey" See:
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